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PLANS AND BUDGET FOR A SMALL COLLEGE.

ALL careful and impartial observers and friends of the smaller colleges must by this time be convinced that they stand before a crisis.¹ The momentum of tradition has almost spent its force, and a readjustment of some kind is inevitable and near. At the same time, the faith and the gifts of such men as Dr. D. K. Pearsons have lent new hope to those who are struggling to maintain these institutions and continue the valuable work which they are capable of rendering to the cause of education in the West.

The small colleges owe their origin and their maintenance to the denominations, although local and personal interests come to the aid of the church motives. There is still a very general feeling that the atmosphere of the state university is not favorable to the training of religious leaders; that the philosophical, linguistic, and humanistic studies are not favored; and that the religious spirit is not intense and dominant, while secular and utilitarian aims are thought to be most powerful and respected. There is a deep conviction that, in order to maintain the highest elements of culture even in the public schools and higher state institutions themselves, there is a need of scholars specially trained to be upholders of the spiritual aims of life everywhere.

Practically Christianity in this country is separated from

¹ The grounds of this belief are stated quite fully and clearly by PRESIDENT W. R. HARPER, *The Prospects of the Small College*, 1900.

political control and organized by denominations. The only permanent religious bodies, with legal recognition, are the denominations, and these alone have a corporate responsibility before the public. There are no other voluntary religious societies which have the numbers, the power, and the money to care for endowments, provide students, and furnish the basis for a continuous and consistent policy. This is the argument which sustains the zeal and self-sacrifice which are the life-blood of the small colleges.

But, apart from denominational considerations, the small college secures aid on purely educational grounds. Even friends of state universities have advocated the generous support of small colleges with few students as a public interest. In New England, side by side with the great universities, small colleges are drawing to themselves money and students because they present advantages of their own. There is a very general conviction that not more than five hundred adolescents should be instructed under one administration. Many of the students of the college grade are still adolescent, and the number of this class grows both absolutely and relatively with increase in population and wealth. The public schools send forward a growing host of aspirants for higher culture. The requirements of society are ever more exacting, and the competition in the professions tends to raise the standards of liberal education in candidates for law, medicine, teaching, and political careers.

The statistics of attendance show, even for undergraduates of Harvard and Yale, much more for the wide plains of the middle West, that a college itself is a local magnet. The radius of the most intense influence of very strong schools extends not much more than one hundred miles.

Since we are not now seeking to justify the existence of the small college, but only measuring the strength of the social motives which support it, we may state another strong and general conviction of a purely educational character. It is believed that the free high school, even if its standard were raised, and the state university cannot, or do not, meet the particular needs of those who seek to cultivate the spirit of classical culture. It

is claimed that, in this noisy and hurried age, we need to keep quiet places for the unfolding of a trait of character in which our civilization is lacking. The spiritual life of a great people has many sides, various tastes and forms of culture, and therefore requires many kinds of schools for the satisfaction of its various ideals.

A severe critic of the small colleges remarks with candor :

In the decadence of the denominational college the West suffers a serious loss. The small colleges are conservators of the classics. In them literature and oratory are as much honored as they are put below the sciences in the state university. It is the experience of the writer, a state university graduate, that the students from the best denominational colleges of the West outshine the state university men in the elegances of speech, in refinement of thought, and in a general well-roundedness of education.¹

The economy of living at a small college and in a rural neighborhood should be weighed. Many hundreds of worthy youths can meet the expense of living in the village institution who could not face the financial demands of an urban university. It is not merely that the cost of tuition, room rent, board, and laundry is lower in the local school than in the city; but the nearness to home diminishes the expenses of travel and increases the opportunities of giving assistance in the industries of home; the social requirements for dress, amusements, and entertainments are less exacting. There is a Spartan simplicity of taste, sometimes too closely approaching to a needless coarseness, which makes it more comfortable for the poor lad from a farm than he would find it in a city school or state university. Once drawn into the charming circle of higher culture, the man who is destined by nature for a wider sphere discovers his powers and extends his studies at a more fully equipped institution.

An argument of considerable persuasive force has long been based on the fact that the student comes into nearer and more intimate relations with the teacher when the number of students is small. With mature graduate students this argument has relatively less force, but in case of adolescents it may not quickly be dismissed. Personality is a vital factor in securing the best educational results with youth, and its influence is diluted in

¹ W. A. CURTIS, *Independent*, August 3, 1899, p. 2082.

great throngs when the student is constantly changing teachers and never has an opportunity of becoming acquainted with any of them. Of course, the value of personal influence depends on the ability and character of the teacher, and if the small college cannot afford to employ strong and capable men, it can lay no claim to any advantage on this ground. One of the objections to the actual practice of some colleges was thus expressed by an eminent authority:¹

The various sects found their colleges convenient asylums for their unsatisfactory pastors, and their professorships comfortable shelves for men not successful in their pulpits.

One of the economic supports of the small college is local interest. The inhabitants of a college town have a direct financial interest in retaining and supporting it. When there is considerable wealth in the hands of persons of public spirit, this becomes an important factor.

Hitherto men of wealth have not, as a rule, been disposed to give large sums to state institutions. Perhaps men of business feel that they have done their full duty to the state when they have paid their taxes, which always include something for the school system. In the present unsettled condition of political affairs, business-men have not a high estimate of the honesty and efficiency of public management of trust funds. Rich men prefer to signalize their gifts, when it is possible, by connecting them with their own names in a conspicuous way; and they like to have some direct voice in the direction and use of their gifts; and these advantages can be secured for a time in connection with private corporations. Mr. W. A. Curtis said:²

The University of Wisconsin, with its \$400,000 annual income, has, all told, received not over \$60,000 from private beneficence. The Universities of Virginia, Vermont, and California are the only state universities any considerable portion of whose prosperity is due to private beneficence. The University of Pennsylvania is not a state university, and for that matter the Universities of Vermont and Virginia are far more private corporations than are the other state universities. The Universities of Kansas and Minnesota

¹ HON. A. D. WHITE, *Addresses and Proceedings of the National Education Society*, 1874, pp. 58-76.

² In article cited above.

have received several hundred thousand dollars from private individuals. The other state universities have received practically nothing except from state and national appropriations.

The *possible* disposition of the properties of the colleges may take one or more of the following forms :

It has been proposed to abandon all the smaller colleges ; to leave them to destruction or decay. We have already considered this plan and have given reasons for rejecting it. We shall consider simply methods of conserving all that is of value in the memories, ideals, and possessions of these schools. Of course, those institutions which cannot by any means obtain resources to reach a minimum standard cannot be saved. It seems probable that some of the smaller colleges will be reduced to the rank of preparatory academies, in the grade called "secondary" schools.

Some of the small colleges may limit themselves to the work of the first years of college life, before the period of specialization begins with later adolescence, and some may specialize their work and concentrate their limited means on a few important subjects.

Co-operation and division of labor may possibly assist in the readjustment, so that the resources may be made available for better work. Systems of affiliation with strong colleges and true universities may be built up which will be of reciprocal advantage. Out of all this may grow a true system of higher education. We may take up these alternatives, which have been briefly but clearly formulated by President Harper, and have been much discussed, and consider them in some detail.

1. One proposition for the disposition of small college properties is that they should go to the maintenance of academies, preparatory schools of "secondary" rank. President Harper (p. 32) said :

It is probable that a careful examination of the colleges now chartered in the United States would show that at least 20 or 25 per cent. are doing work of a character only a little removed from that of an academy. This means simply that the term "college" has been misappropriated by these institutions. Surely an institution with a library of less than a thousand volumes, with scientific apparatus and equipment which has cost less than one thousand dollars, with a single building which has cost less than forty thousand dollars,

and with an income of less than six or eight thousand, is not in a position to do college work, and yet it is probably true that more than one hundred so-called "colleges" belong to this category. Forty years ago such a college, if its small faculty had contained a few strong men, might have justified itself; but today the situation is changed, and institutions of this kind are recognized at a distance, if not at home, at their true worth. These, and in addition some that in times passed have been more prosperous, will, in the course of educational development, come to occupy a more honest position before the world, and nothing could occur which would be more advantageous to the cause of education. Strong academies are needed side by side with the high schools of the state, just as strong colleges and universities, founded by private means, are needed to work side by side with the universities of the state.

While, therefore, 25 per cent. of the small colleges now conducted will survive, and be all the stronger for the struggle through which they have passed, another 25 per cent. will yield to the inevitable, and, one by one, take a place in the system of educational work which, in one sense lower, is in a true sense higher. It is surely a higher thing to do honest and thorough work in a lower field than to fall short of such work in a higher field.

Before we pass from this point, however, we must consider some of the obstacles and difficulties in the way, and the objections urged; some of them based on financial and legal facts, some on sentiment, which is also a social fact.

In reply to the proposal to "reduce" the college to a lower rank, it is sometimes urged that it would be immoral, if not illegal, since the money was originally given to endow a college, and the founders did not make their sacrifices for a "mere high school." It would be breaking faith with donors, living and dead, to "degrade" the old college to academic level. Furthermore, it is claimed, the law of the state would interfere with diversion and perversion of the funds.

The legal problems involved must constitute a separate subject of investigation. Up to this time, so far as the writer is aware, none of the colleges have been attacked on legal grounds for using at least part of their funds in their preparatory departments, and frequently these departments are larger than the "college proper." In some cases funds given for a theological course have been used, without objection, for the college expenses. The theological department was dropped because it was no longer needed. Why could not a year or more of the college be cut down for the same reason?

The whole ethical and legal problem must ultimately be settled, perhaps not without constitutional changes, in a way which will protect the public of the living generation. Certainly no one can sustain the contention that the "dead hand" should so rule from the grave that all coming generations must be cursed by the mistakes of our ancestors. They did what seemed to them wisest and best; and it is not to their dishonor that something better than they could imagine has grown from their planting.

It is urged in opposition to this policy that there is no need for more academies; that the public and free high schools are taking their place; and that, if a college cannot be sustained, it would be impossible to support an institution of inferior grade. It is true that the high-school system is rapidly extending, even into county towns or union of townships. But, if we can reason from the tendencies in older communities, it is manifest that there is a large field for academies of high grade. The Exeter and the Andover Academies are examples in New England of successful and flourishing academies which fit for the old universities. And in the West there are academies doing excellent special forms of work, even without endowments, because they are able to collect high rates of tuition. There is room for academies of a high grade which furnish the helps of a homelike life for students away from home.

Many of the high schools are naturally, perhaps properly, under the sway of the practical spirit of new communities in a commercial age, and they must give instruction chiefly to those who can never go to college. They cannot, therefore, in all cases, prepare students for the classical course in college.

It may be that part of the motive for opposing the "degradation" of the college from its traditional rank and dignity is not mentioned in the debate. It seems probable that academies would not be permitted by public opinion or law to give degrees, especially honorary degrees. And it is popularly believed that the power to confer degrees is a part source of revenue and influence. But the world would not suffer much if there were fewer D.D.'s and LL.D.'s, or if the standard of conferring such

degrees were raised; so this objection may be curtly dismissed. Its statement carries its rejection as an argument.

2. Some of the small colleges will confine their work to the first two years of the traditional course. On this point President Harper said (p. 34):

Another group of these smaller institutions will come to be known as junior colleges. I use the words "junior colleges" for lack of a better term, to cover the work of the freshman and sophomore years. With them may usually be closely associated the work of the preparatory department, or academy. This period of six years is, I am inclined to think, a period which stands by itself as between the period of elementary education and that of the university. The work of the freshman and sophomore years is only a continuation of the academy or high-school work. It is a continuation, not only of the subject-matter studied, but of the methods employed. It is not until the end of the sophomore year that university methods of instruction may be employed to advantage. It is not until the end of the sophomore year that the average student has reached an age which enables him to do work with satisfaction, except in accordance with academy methods. At present this consecutive period of preparation, covering six years, is broken at the end of the fourth year, and the student finds himself adrift. He has not reached the point where work in any of his preparatory subjects is finished. He is compelled to continue the same work under new and strange conditions, with new and strange instructors.

. . . . The motives to this change will be found in its economy, and in the possibility of doing thorough and satisfactory work, where today such work is impossible.

There are at least two hundred colleges in the United States in which this change would be desirable. These institutions have a preparatory school, as well as a college course. The number of students in the preparatory school is perhaps a hundred and fifty. In the freshman and sophomore classes they have thirty to forty students, and in the junior and senior classes twenty to thirty. The annual income of these institutions is restricted for the most part to the fees of the students, and will average from all sources, let us say, eight to ten thousand dollars. In order to keep up the name of the college, the income is made to cover the expenses of eight years, that is, the preparatory and the collegiate departments. In order to do the work of the junior and senior years of the college, even superficially, when the classes are so small, as much of the total income is spent upon the instruction during these two years as upon that of the five or six years below. It is evident that, even with this disproportionate expenditure, the work of the junior and senior college years can be done only in a superficial way, because the library and laboratory facilities are meager, the range of instruction is very narrow, and a single instructor is often required to teach in three or four subjects.

But this is not the most significant fact. When the money paid by the students of the first six years has been used for the instruction of a few men who are working in the last two years, in order that the college may continue to be known as a college, there does not remain sufficient income to do justice to the work of the lower years. This is an attempt to do the higher work at the cost of the lower. Nor are examples of this kind limited to states in the West and South. More than one instance will be found in the state of New York, while in Pennsylvania and Ohio, Indiana, Illinois, and Michigan such institutions abound.

3. President Harper has developed another suggestion which ought to receive full consideration in any scheme of readjustment—"greater variation of type." His statement is here reproduced:

The small college of America is everywhere practically of the same type. So far as a general plan is concerned, each college is a duplicate of its nearest neighbor. A terrible monotony presents itself to the eye of one who makes any attempt to study the aims and motives of these institutions. All alike try to cover too much ground, and, worse than this, all alike practically cover the same ground. A change in this respect is desirable, and inevitable. This change will come partly in the way of establishment of colleges for particular purposes.

An example taken from the recent history of libraries in Chicago may illustrate this principle, both of specialization and of co-operation. By an agreement between the trustees of the great libraries—Newberry, John Crerar, and the public library—it was decided that each of these libraries should devote its funds to development in certain specified directions; the Newberry, having, for example, a fine medical and historical nucleus, is to purchase largely in those departments; the Crerar, in science; the public, in general literature demanded by the public taste.

The voluntary and non-state association has a distinct and valuable social function to perform. It is sometimes difficult to induce the people of a state to introduce new and improved methods of instruction or new subjects of teaching and investigation. The state universities depend upon popular support and must accept, in a degree, the demand of the average democratic sentiment. Democracies at present tend to uniformity, and often on a rather low level. At their best they leave abundant room for a great variety of individual and character-

istic methods. The public system owes its beginning to the pioneer enterprises of those same people who founded the small colleges. The kindergarten, the manual training, and other novel factors have been introduced slowly and painfully by educating public sentiment by means of voluntary experiments and successful examples.

The obvious difficulties in the way of hoping for pioneer service from our small colleges, as at present constituted, are such as these: (1) They are generally very poor, and have limited means, and experiments generally cost a good deal of money. (2) In consequence of their extreme poverty, their faculties are compelled to "grind" in a monotonous routine of text-book teaching. An instructor who is compelled to teach four to eight hours a day, in as many subjects, can rarely do more than listen to recitations out of a text-book. He must have extraordinary energy and character if he rises much above this level. (3) The small colleges are the homes of ultra-conservatism, and the atmosphere in which they live is not that which is most favorable to discovery, intellectual enterprise, and scientific pioneering.

Yet all these difficulties may be overcome. By more close affiliation with true universities the spirit of research and experiment may be breathed into the colleges; larger means of investigation may be opened up to the ambitious instructors, and fellowship in the republic of letters be promoted. By the policy of specialization and concentration a greater variety of methods will have a chance to be developed. This service would go far to justify the separate existence and support of the private colleges, would raise up friends for them among the most intelligent men of wealth, and would command the respect of the educated world.

4. Closely connected with the preceding suggestion is the proposal to secure more general co-operation among the colleges. The first step in co-operation has already been taken by the conferences now frequently held by the presidents and instructors of the colleges. The conferences help to secure by agreement greater uniformity in the terms of admission and

of graduation. An illustration of the value of co-operation between the private colleges may be found in the result of the controversy in Indiana. While not vouching for the accuracy of the statement in detail, the situation seems to have been about as follows : The private " non-state " colleges complained that they had, under the former law, no representation on the state board of education ; and that, in consequence, their graduates had not an equal chance with the graduates of the two state universities and of the state normal school. By combining their forces they secured the passage of a law which gave them the representation which they sought.

This incident, which had many painful features, at least reveals the fact that there is a possibility that state aid and powerful legal and administrative assistance may be used to the relative disadvantage of private institutions.

Some see in this an indication of the peril from socialism, if all the means of production and practically all income are under the control of a government by a majority, so that all individual and local enterprise might be enfeebled or suppressed by the average opinion of a majority.

Whatever may be true of this speculation, it is certain that the small colleges will be forced to co-operate in order to protect their common interests.

The obstacles to co-operation are serious enough at present. Each college represents a denominational interest, and interchange of teachers, as sometimes proposed, would encounter this denominational feeling. The very pride of the college may hinder its acceptance of interchange, and especially any confession of inadequacy in its own force, however obvious this may be to the competent observer.

The plan might be adopted, in some instances, of co-operation on the territorial basis, with an interchange of teaching specialists of different sects in the same state or region. This plan would have the advantage of convenience and economy. Or an interchange of teachers of the same denomination in different states, a circuit of religious colleges, might be effected. This plan, perhaps, would be better adapted to those denominations

which have not yet seen their way to co-operation with other ecclesiastical bodies, as Roman Catholics, Episcopalians, and Lutherans. The plan of affiliation with universities would also help to promote co-operation between the affiliated schools. The migration of students holds a promise. It may be found possible to foster the custom, already familiar in Germany, and to some extent in the United States, of passing from one college to another for the purpose of securing the advantage of special instruction from renowned teachers in particular lines.

5. There is already a beginning in Illinois and other states of a system of affiliation of small colleges and academies with the larger universities. The state universities are naturally coming into close relations with the public high schools; are adjusting their terms for admission to the high-school courses, and, in turn, are helping to raise the quality of work done in the high schools. The University of Michigan has been very successful in this direction of effort. It may be supposed that, before long, the denominational schools and private colleges will find their natural alliance with the universities which rest on private endowments. Here, again, President Harper, who has, farther than any other, pushed this scheme, may be quoted as an authority upon the plan and its advantages (pp. 43, 44):

Among the advantages will be included:

1. The intermingling of the teachers and lecturers, those of the college doing work in the university, and those of the university doing work in the college—the interchange of blood, as it were.

2. The recognition of university appointment thus bestowed directly and indirectly upon the teacher of the college.

3. The opportunities for special investigation at the university afforded the younger college instructors.

4. The special assistance of many kinds which the university may render the college in the conduct of its work.

5. The prestige secured to the degrees of the college in view of re-enactment by the university.

6. The loan of books and apparatus to the college by the university.

7. The establishments of scholarships and fellowships in the university open to students of the college.

8. The assistance rendered in the selection of instructors.

9. The financial confidence created, upon the basis of which larger endowments may be secured.

10. And, in general, that help which a stronger agent may furnish one not so strong in the accomplishment of the latter's work.

Some such plan of federation and affiliation would bring into the teaching profession a stronger class of men who are now attracted into business, law, and medicine, and, by securing them higher income, would make it possible for them to do better and more original work. Those who have taken the Ph.D. degree would have a prospect of continuing in their specialties. The small colleges would then be more likely to have as high a quality of teachers as the universities.

The difficulties in the way of co-operation are very great, although they are slowly disappearing.

Sectarian policy, prejudice, and suspicion; institutional pride, consciousness of weakness, and inability to exchange on equal terms; the unwillingness of teachers to move from place to place, or disturb their home life; the attachment of students to particular institutions, are among the obstacles which stand in the way of federated action of any formal kind.

6. A general *system* of higher education in the state is not yet within the range of vision. The obstacles to close and genuine co-operation have been mentioned, and they are very formidable. Ultimately the economic reasons for combination, which are dominant in business, will become decisive. It will be seen that an uneconomic method is immoral waste of valuable and costly resources, and that the culture interests of the people demand that the best economic system shall be chosen. In this instance the interests of educational efficiency and of sound financial methods are at one. There are not wanting evidences that the belief, already quite general and strong, that religious unity is an object worth striving for, will join with the economic and educational motives to bring about a more complete, sincere, and candid co-operation in the social task of ministering to the higher spiritual need of the commonwealth.

It might be expected that we should consider the possibility of some of the small colleges receiving such large endowments that they will become large colleges, and some universities. This is, indeed, a bare possibility; but it has become improbable. It is

true that in two instances this has occurred, both of them at Chicago. But when we consider that the largest endowments, outside of these, are employed to support and extend a "junior college"—as in the case of Lewis and Bradley Institutes—and that the requirements are immensely greater than they were a few years ago, and are rapidly rising, it seems hardly worth while to spend much time on this purely subjective optimism.

We have enough colleges already. The real demand for a long time will be to help these colleges to do the work honestly which they claim to do, or to make some other fair disposition of them.

ORGANIZATION OF COLLEGES IN CONNECTION WITH THE STATE
UNIVERSITY.

Professor Henry S. Frieze, in his baccalaureate address of 1887, at the University of Michigan, proposed that the denominational colleges be assembled at Ann Arbor, each retaining its autonomy, but all working together to promote higher culture in the commonwealth. Said this cultivated and scholarly leader:

It is in the possibilities of the future of this good state of Michigan that all the educational funds of private corporations, now dispersed here and there within our territory, among institutions doing or aiming to do precisely the same work, can be gathered together in one locality, where all may have access to all the privileges so munificently provided by the state, while each, like the colleges of Oxford, retains its own autonomy, and its own internal government, where every dollar expended by every individual corporation will be spent for some good end, yielding its full value; when the interests of all will be identified in a general unity of purpose, and the prosperity and strength of each will contribute to the success of all the rest. It would not be a group of colleges representing a national religious establishment, as at the English universities, built up around a central institution, to become, like them, the citadel of strength to one particular branch of the church; but it would be the concentration of all the educational powers of the Christian bodies of every name around the university to increase its power for good, while doubly increasing their own, and while conspiring to make what is now a great center of public education a center of Christian influence, the power of which would make itself felt in the state and in the world as long as the state shall last. These funds might in time, it is true, be employed largely or chiefly in the teaching of theology and in raising up a home ministry of the gospel. But of all things that can be achieved by institutions of Christian

benevolence, what is more to be longed and prayed for by Christian men than theological schools of our own, here at home, to rear up in the very midst of our population a body of ministers of enlarged spirit, acquainted with the customs of the people, acquainted with our institutions, accepting them, proud of them? Such a ministry, habituated in youth to kindly intercourse, through members of different communions, and liberalized by the free interchange of ideas and by the large atmosphere of a university, is precisely that which the divided church requires to make it one with itself, to make it also one with the people, to give to the church, at least spiritually united, a zeal and an ever-advancing power in the whole commonwealth, and in the whole Northwest.

The advantages of this scheme are very fully, clearly, and cogently stated in the argument recited. The apparent disadvantages and difficulties must also be considered.

One of the difficulties is legal and financial. It has been found almost, if not quite, impossible to transfer property and funds from one place to another. Without pretending to give an authoritative legal opinion on this subject, it must be manifest that the inhabitants of each locality where the small college is situated would carry on litigation in the courts to the last extremity before they would give up an institution which adorns their town and brings to its trade a measure of profitable custom. Only when public opinion demanded the change with overwhelming majority could legislation be secured to make such a transfer possible.

All the sentimental associations of each college would resist such a transfer; although, finally, economic necessity may break down this influence.

There will be objection to this form of consolidation and concentration on the ground that there are already too many adolescent undergraduates in one town and under one administration. The strong conviction growing in this country that not more than five hundred young men and women of the earlier years of college life should be gathered in one place would militate against this policy.

Another objection would arise in connection with a favorite and influential argument for the denominational college.

This argument was thus formulated by a colleague of Professor Frieze, Professor Richard Olney, who published in 1883 a

circular urging the members of his own denomination to sustain their own college at Kalamazoo. He said of himself :

I have been somewhat intimately acquainted with the workings of Kalamazoo College for thirty years, having been a professor therein ten years (1853-63), and having been an active member of its board of trustees since that time. For the past twenty years I have been a professor in our noble state institution at Ann Arbor, the University of Michigan.

The arguments he uses to induce the denomination to support its own college are: First, "because it is, and has ever been, a most efficient, direct agency for saving souls." He thinks the secular institution is not nearly so efficient in this direction.

I see large numbers of equally hopeful members of our families going to college in secular schools, and from them an almost imperceptibly small number brought into our churches during their college course. Second, because it is a much-needed instrumentality for supplying Baptist ministers. The entire number of young men wholly or in part educated for the Baptist ministry in Kalamazoo College may be put at 138, or more than half the number of reported Baptist pastors in the state in 1882. But would not as large a number have gone into our university from courses of education in secular colleges? What light I can get does not show it. Having examined the *University Book*, containing all the graduates at the University of Michigan up to 1880, and the catalogue for that year, I find that the university has educated 16 Baptist ministers, and 115 of all other denominations. In other words, Kalamazoo has educated, in part or in whole, during the same period, more Baptist ministers than has the university of all denominations combined. Now, in saying these things, I am saying nothing against the university; I am simply saying that it is not an institution planned, endowed, and controlled to turn out Baptist ministers, and that it is a great folly for any Christian denomination to rely on the university to do its work.

His third argument is that the separate religious colleges are needed to prevent the secularization of all life.

All these arguments imply the idea that the college population must be kept apart from the secular college, far from its influence, distant from its dominant forms. It might be said that the reason the denominational college turns out pastors is that the church practically obliges the young candidates for its ministry to attend the denominational schools. If the policy of sending such candidates to the state university prevailed, of course many more of them would be found on the rolls of the state institution in after-years.

And in respect to the argument that few are induced to join the church at the state university, is that not due to the fact that the church has neglected religious work for state students and has devoted its money and energies to the spiritual interests of the church schools?

Making due allowance for these considerations, it may be admitted that the isolation of the college does give some advantage in the concentration of religious influences upon the limited number of students.

Another plan of affiliation with the state university has been proposed in connection with the suggestion of Professor Frieze: that the colleges remain where they are, do the lower college work, and leave the more advanced work leading to the degrees of master of arts and doctor of philosophy to the state institution. It would naturally go with this plan that the college should not give the degree of bachelor of arts and other bachelor titles independently; but that all candidates for those degrees should be required to pass a state examination. On this plan the college degrees would have all the value and the dignity which could be given by the state authority, and they would stand for thorough and efficient work; the colleges which do poor work would be obliged to disappear or improve their teaching force and appliances.

Of course, the disadvantage of distance from university libraries, museums, laboratories, and other special advantages would be felt so long as the colleges remained in isolated localities as at present; but this might be made up, in part, by sending the student to take the later courses at the university, and there to study the subjects not fully provided for in his own college. In this plan the adolescent would remain during the formative years under the influence of his own church school, and would be established in habits and character before he mingled with the varied and incongruous population of a great university.

While the preceding illustrations and schemes have been discussed in relation to Michigan, they are pertinent in Illinois and other states of the Northwest.

In evidence that the idea of consolidation of state and non-state institutions may become welcome to the denominational colleges of Illinois, we may advance a statement made by the presidents of the church colleges of the adjoining state of Indiana, published in the *Inland Educator*, December, 1898, p. 197:

The non-state presidents do not hesitate to say that they hope for such a conciliation of educational interests as will lead to such a consolidation of working forces, represented in both the state and the non-state institutions, as may permit the forming of all collectively into a University of Indiana, exchanging credits, giving a common diploma, itself supervised by a reorganized state board. To this, so long ago as 1850, Caleb Mills, whom Richard G. Boone has called "the father of the system of public instruction," looked forward in his fourth letter to the Constitutional Convention. The time has fully come when competition should in Indiana be replaced by consolidation. If consolidation does not come within the state, it will come with interests outside its limits. No loyal educator of Indiana desires such a result.

This was signed for the presidents of the non-state colleges by President G. S. Burroughs of Wabash College. The letter indicates a method somewhat different from that of Professor Frieze, and shows that the idea is by no means novel. It also intimates a motive of such consolidation in the pressure of "interests outside its limits."

STANDARD BUDGET FOR A SMALL COLLEGE.

In order to make as definite and accurate as possible our standard for judging of the right of an institution to call itself a "college," in the present condition of affairs, economic and educational, we must consider what is necessary to meet the educational requirements of a college, and what it will cost.

Our first estimates may be made for a "full college course" of four years.

We may then estimate the cost for a "junior college," including a preparatory course of four years, provision for the freshman and sophomore years, and—separately—an estimate for instruction for those who wish to enter business life at the end of the sophomore year. Some variations in estimates must be allowed for the difference of expense of living in cities and in small towns.

A rather general standard has thus been formulated by a

writer with considerable opportunity for observation, and critic of the denominational policy:

A college of three hundred students, a faculty of twenty-five, a library of forty thousand volumes, and the scientific equipment that a college of that size usually has, will give all that the undergraduate can use. The superior advantages that the big, apoplectic state universities give are at least counter-balanced by many disadvantages inherent upon their size.¹

In the discussion of the "Rogers Bill," in recent years, it was urged that no college should have the legal right to confer degrees until it possessed a productive endowment of \$100,000. These hints afford a starting-point for more detailed estimates and comparisons. The estimates which follow are made on the basis of experience in the administration of a small college, and of comparison with the experience of others in similar situations.

1. Standard of a small college, with a full classical course and adequate provision for a reasonable amount of instruction in modern languages and natural science:

Faculty.	Medium Cost.
Psychology, philosophy, ethics—One professor - - - - -	\$2,500
History and sociology—One professor - - - - -	1,800
Economics and politics—One professor - - - - -	1,800
Greek—One professor - - - - -	1,800
Two assistants at \$900 each - - - - -	1,800
Latin—One professor - - - - -	1,800
Two assistants at \$900 each - - - - -	1,800
English—One professor - - - - -	1,800
Two assistants - - - - -	1,800
French—One instructor - - - - -	1,000
German—One instructor - - - - -	1,000
Mathematics, chemistry, and physics—One professor - - -	1,800
Two assistants at \$900 each - - - - -	1,800
Biology, zoölogy, botany—Two instructors - - - - -	2,000
Music—One instructor - - - - -	1,000
Drawing—One instructor - - - - -	900
Pedagogics must now be provided for—One professor - - -	1,800
Elocution—One instructor - - - - -	1,000
Physical culture—One instructor - - - - -	800
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	\$31,000

This standard of faculty calls for eight professors and sixteen instructors or assistants, twenty-four teachers in all. This estimate rests on the assumption that not more than twenty-five

¹ W. A. CURTIS, *Independent*, August 3, 1899, p. 2082.

students shall be taught in one class. If there is a smaller number of teachers, the work cannot be done thoroughly, because the division of intellectual labor cannot be specialized far enough to give time to teach each branch. If lower salaries are paid, even in small towns, the college will lose its best teachers to the high schools of the public system or to business and other professions, save in the rare cases where strong men sacrifice themselves and their highest usefulness from religious motives, or in the still rarer cases where men have private means which they are willing to use for the benefit of the college. While such exceptional cases have been known, they are not frequent enough to rely upon in making up a budget of expenditures.

Material equipment.—This must include grounds, buildings, apparatus, libraries.

Practically the question of grounds need not enter our calculations. We have plenty of grounds already; and almost any community will give land for such a purpose. Since we no longer have to consider the establishment of new institutions, but the best use of those already possessed of a campus, this item may be omitted from consideration.

The necessity of providing better buildings is generally urgent in the case of most of our colleges. But the conditions vary so widely that no reliable average estimate can be made. From the tables furnished by the United States commissioner of education one can learn approximately the value of buildings and grounds already controlled by the better class of colleges.

Apparatus.—The cost of equipping a college with appliances for modern instruction in the elements of chemistry, physics, and the biological sciences may be approximately stated as follows:

Chemical laboratory - - - - -	\$ 5,000
Physical laboratory - - - - -	5,000
Biology, including botany and zoölogy -	\$5,000 to 9,000
A good library, selected and purchased (not a collection of patent-office reports, etc.) at least - - -	40,000
The annual additions should be at least - - -	1,000

These estimates do not include cost of buildings.

The annual budget would be approximately as follows :

Cost of instruction	-	-	-	-	-	-	-	\$31,000
Cost of library	-	-	-	-	-	-	-	1,000
Cost of repairs and improvements	-	-	-	-	-	-	-	2,000
Cost of additions to apparatus	-	-	-	-	-	-	-	1,000
Cost of care of buildings and grounds	-	-	-	-	-	-	-	1,000
Cost of insurance	-	-	-	-	-	-	-	500
Cost of financial administration	-	-	-	-	-	-	-	1,000
								<hr/>
Total annual disbursements	-	-	-	-	-	-	-	\$37,500

INCOME.

From endowment, \$300,000, at 4 per cent.	-	-	\$12,000
From tuition fees of 200 students at \$50 per year	-	-	10,000
From other fees, 200 students at \$5 per year	-	-	1,000
			<hr/>
Total annual income	-	-	\$23,000

It will be seen that a deficit (\$14,500) must be made up by annual gifts until the endowment fund is raised far above \$300,000.

Interest is calculated at 4 per cent. This is probably now too high.

Tuition fees must be kept low to compete with the state university and to be within reach of the class of students who go to small colleges.

2. Cost of a "junior college," including a preparatory course (four years), and the freshman and sophomore courses. All the items mentioned for the full college course must here be repeated. Possibly the expenses might be reduced 10 per cent.

3. Cost of a "junior college" without the preparatory course. Perhaps the expense might be reduced to 60 per cent. of that of a full college course on the same plane of efficiency.

The difficulty of establishing a standard which will be fair in all cases is admitted. In the few and small Roman Catholic institutions with celibate instructors living a communal life at low expense the cost of instruction is considerably lower than for Protestant teachers who have families to support. But the other items of expense remain fixed for them. Many able teachers serve on part compensation, at less than they might earn in high schools or pastorates, for the sake of promoting

religious interests. Then there is the difference in the cost of living when the teachers live in villages and rural towns, have some ground for garden, can keep cows and poultry, and thus diminish the expense of living.

Modifications of this budget could be made in various ways. Thus, if the number of students could be brought up to three or four hundred, with the same rate of tuition, the income would rise without corresponding increase of certain fixed expenses. Or if the tuition fees could be raised to seventy-five or one hundred dollars, the number of students remaining the same, the income would be enlarged. To diminish the number of instructors or to lower the salaries would imply an inferior grade of work; and the plan of the budget on this point must be steadily insisted upon in the interest of scholarship and good faith.

In spite of all these differences, there is a tendency to uniformity of conditions. With the exception of rent, the variations in cost of living tend to diminish. Every item in the budget must be counted for every competing institution, and the number of institutions protected from competition by local attachments and denominational loyalty is rapidly decreasing. Therefore the standard based on estimates for each kind of expenditure may be regarded as reliable for our reasoning in this paper, and it is too low rather than too high, especially if we count on a rapidly rising demand, as we must do.

How nearly do the small colleges approach this standard? Materials for an answer to this question are found in the *Reports of the United States Commissioner of Education, 1899-1900*, pp. 1904 ff.

Taking the figures for Illinois alone, for the sake of illustration, we find in the list of colleges and universities thirty-one institutions. According to our standard of twenty-four instructors for a collegiate course, we find that *five* come up to or exceed this modest requirement, while *twenty-six* fall below it. Of these institutions, in the collegiate departments, *four* have fewer than two hundred students. *Three only* have forty thousand volumes or more in their libraries, while the information relating to the smaller libraries gives no idea of their real value. Only in *six*

colleges is the value of the "scientific apparatus" placed above the sum of \$15,000. The requirement to have \$300,000 as a minimum of productive funds is met by only *five* colleges. The standard of income from tuition fees (\$10,000) is attained by *twelve* colleges; and from productive funds (\$12,000) by *five* colleges. The rate of tuition fees in the budget is set down as \$50 per year, and *five* colleges are able to collect this rate or more. These figures show that the budget itself is within the range of the practicable, but that it condemns the majority of the colleges for claiming the name and privileges of a college. Similar comparisons could easily be made for other states in the West.

THE LEGAL REGULATION OF EXISTING COLLEGES IN ILLINOIS.

Pending the slow and uncertain progress of the movements for readjustment already discussed, we come here to consider what the people of the commonwealth ought to do to regulate the action of the colleges which owe their corporate existence to the charters or articles of incorporation granted by the state. This is a problem which is exciting the most intense feeling throughout the state, especially among the partisans of the small colleges.

The first question of regulation relates to the giving of diplomas, certificates, and degrees.

It is notorious that the degrees granted by many of our colleges and professional schools are tainted more or less with fraud. As there is no legal standard, or even any common understanding and agreement, our degrees are frequently a topic of derision at home, and are simply ignored abroad, unless they are accompanied by extraneous evidence of their value.

In fact, many obscure institutions help to maintain themselves by granting degrees whose only social and economic value is given by the honor reflected from the degrees given by the stronger institutions.

That a moral principle is grossly violated, that deception is practiced and wrong done, there can be no doubt. In the case of the medical and dental degrees the danger to health and life

is so obvious that it can be made sensible to any intelligent person. But in the case of the bachelor of arts, master of arts, doctor of divinity, doctor of laws, and other academic and honorary degrees, it is not so easy to prove the immorality to any except very conscientious persons. Even the degree of doctor of philosophy is not secure.

The highest educational authorities have pronounced judgment on the subject. The National Educational Association in 1897 voted:

Resolved, That the state should exercise supervision over degree-conferring institutions through some properly constituted tribunal bearing power to fix a minimum standard of requirements for admission to or graduation from such institutions, and with the right to deprive of the degree conferring power institutions not conforming to the standard so prescribed.

The North Central Association of Colleges and Secondary Schools, at a meeting held in Chicago in April, 1898, unanimously recommended that a law be enacted in the several states represented in that body looking to the protection of the degrees.¹

As to the legal right of the state to regulate degrees there can be no question. The charters and articles of incorporation expressly state this right in various forms. A standard of scholarship and efficiency was affirmed at the very outset. Many of the states have already made such regulations.

The American Bar Association, a competent authority, has denounced the action of certain law schools which give degrees on false grounds. At a meeting in Saratoga in 1898 it voted unanimously disapproving

the policy which now generally prevails in the several states, and which makes it possible for persons to organize law schools and confer degrees without reference to the length of the course of study or the qualifications required for admission and graduation of students; and that this association believes that the degree-conferring power should be subject to strict supervision; and that this association emphatically disapproves of the conferring by law schools of the Ph.D. degree, or any other than the strictly law degree.

Among the regulative measures proposed are the following:

¹ See article by H. W. ROGERS (*Ed. Rev.*, Vol. XVII, p. 269, March, 1900), who recites the action of New York, Pennsylvania, and Massachusetts.

The foundation of legislation must be laid in a system of uniform accounts and reports to a central state official. Until the legislative or administrative officers know the resources and activities of the colleges, no rational system of control can be carried into effect. The principle of publicity is vital.

The legislature should fix reasonable conditions for the primary establishment of colleges. In many states the only formality required for the founding of a college is to file the articles of association with the secretary of state, with no more ceremony than attends the incorporation of a business firm which proposes to manufacture tin plate or cloth. In 1895 Professor Knight could say of twenty-six states that the corporation is not required to

have a building, a piece of apparatus, a book in the library, or a dollar of endowment; nor is there any direction or specification as to the character or scope of the course of study. So far as the statute book is concerned, the college so founded may confer any ordinary degree at the end of any course of study it chooses to establish, or even upon any person it pleases, without requiring that he should have studied anything.

Professor Knight further proposes that (*a*) it might be required that property at least to the value of \$100,000 or \$125,000 should be owned as a condition of conferring degrees. This would prevent the establishment of quack colleges. (*b*) The standard of admission to the freshman class might be made equivalent to the average work represented by the diplomas of the ten largest high schools in the state. (*c*) A requirement that no baccalaureate degree should be conferred before the completion of a course of study representing the equivalent of three or four years' work above the grade of admission to the freshman class would guarantee the quantity, if not the quality, of work represented by a collegiate diploma.

In the Illinois legislature of 1899 an attempt was made to correct the abuses of the degree-conferring power. The bill, whose provisions are given herewith, was introduced for this purpose, and it was strongly supported by the leading educators of the commonwealth. But it was defeated, owing to the opposition of institutions which found that the interference of a

state board of supervision, armed with legal powers, might take from them their customary privileges.

The bill, introduced in the senate of the state of Illinois, March 2, 1899, read as follows :

A bill for an act to amend an act entitled, "An act to revise the law in relation to universities, colleges, academies, and other institutions of learning," approved March 24, 1874, in force July 1, 1874, by adding to said act secs. 5, 6, 7, 8, and 9.

SECTION 1. Be it enacted by the people of the state of Illinois, represented in the general assembly: That an act entitled, "An act to revise the law in relation to universities, colleges, academies, and other institutions of learning," approved March 24, 1874, in force July 1, 1874, be amended by adding to said act secs. 5, 6, 7, 8, and 9, as follows :

* * * * *

SEC. 5. There is hereby established a commission, to be known as the educational commission of Illinois, to be composed of six citizens of this state possessing the requisite qualifications, not more than three of whom shall be selected from any one political party, to be appointed by the governor with the advice and consent of the senate. The first members shall be appointed, two for two years, two for four years, and two for six years, and thereafter two members shall be appointed every two years to succeed those whose terms expire, to hold their office for six years and until their successors are appointed. The term of office shall commence on the first day of July next after appointment.

SEC. 6. No person shall be eligible to appointment as commissioner who is a member of the faculty, board of trustees, or who is in any manner connected with or interested in any institution empowered to confer degrees, and any commissioner becoming so interested shall *ipso facto* forfeit his office as commissioner.

SEC. 7. The said commission shall organize by electing one of its members president and another secretary. A full and complete record shall be kept of all their official proceedings, and it shall make a report annually to the governor, which shall be published by the secretary of state the same as the reports of the other commissions or boards. The members of said commission shall serve without pay.

SEC. 8. The said commission shall, as soon as may be after its appointment and organization, prescribe and publish such requirements for the granting of degrees as it shall deem adequate. And thereafter only such institutions as conform to requirements prescribed shall grant any degree.

SEC. 9. Whoever as president, dean, secretary, director, trustee, or other officer of any institution, or any supposed institution, shall grant any degree, or be concerned in any way in the granting of the same, or making or issuing

any certificate thereof, except as herein provided, shall for each offense be fined not less than ten dollars (\$10) nor more than two hundred dollars (\$200).

The opposition of the purely fraudulent colleges which do no teaching, or next to none, and exist merely for the purpose of defrauding men who are willing to buy fraudulent diplomas, was one of the obstacles to the passage of this bill. This is a disgrace to Chicago and Illinois, and has injured us throughout the civilized world.

There was also the antagonism of professional schools which do, indeed, give some instruction, but depend almost entirely on the fees of students for support, and whose resources are utterly inadequate. Mercenary motives and private ambitions are at the basis of this kind of opposition.

The opposition of the small colleges which have long been accustomed to confer degrees, from bachelor to doctor of laws and doctor of divinity, was a factor.

Some of the arguments used by the private colleges are fallacious; as, for example, that the state has no right to interfere with the management of private and denominational institutions; that it is tyranny to inflict supervision and restrictions upon them. Since the colleges collect money from the public and from students, surely the community has a right, and it is its duty, to see that contracts are kept in good faith. We have laws preventing the adulteration of goods, fixing the standard of medical and legal practice, and the preparation for teaching. It should be decisive on this head that these colleges owe their legal existence, their power to hold property free from taxation, and to confer academic honors, to the legislature; and in accepting corporate rights the institution thereby voluntarily makes a contract with the state to meet certain requirements. Supervision is a logical and necessary part of this arrangement.

Most of the private colleges profess to be religious, Christian institutions; to build upon a foundation nobler than that of the more utilitarian and secular basis of the public system. It is on this plea that they collect money from their friends, and it is on this ground that overzealous partisans often publish

assaults on the state educational institutions. The literature of the subject is full of criticisms of the state education on the ground that it is "godless;" that the state institutions have low moral standards; that it is dangerous to the character of young people to permit them to live under these influences. Such attacks are more rare and feeble than they once were, but they have by no means ceased.

What shall we say, then, to those who at the same time claim superior moral advantages for their clients, while persisting in opposing measures which give promise of making all institutions do what they contract to do? It would seem that no law should be needed to induce these trustees and faculties of religious colleges to revise their catalogues and their customs of giving degrees to correspond to the very highest ethical requirements.

That which the more inefficient colleges fear will probably occur. Without the degree-giving power, which depends on legislative grant, the financial support of some of the institutions will instantly or gradually be removed. This will be true of those that are plainly fraudulent, those which give (or rather sell) degrees, but offer no instruction, or only nominal instruction.

The smallest and weakest colleges would more quickly disappear and be saved a lingering and painful death, to which some of them are doomed at any rate. Those schools which have a larger measure of vitality and financial strength would simply adjust themselves to the situation and seek by all means to deserve the honor, privilege, and advantage possessed by degree-conferring educational corporations.

CHARLES RICHMOND HENDERSON.